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ABSTRACT

This report describes California programs which provide alternatives to detention for minors who commit less serious law violations and status offenses. Included are six diversion programs, four youth service bureaus, six home supervision programs, and ten juvenile court work programs. In addition, three detention classification programs and five special treatment programs are described. Objectives, descriptions, and program impact statements are provided for each program, and the program's name, address, phone number, and a contact person are listed. A short summary and background information on the task force study are also included. (JAC)

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FOREWORD

The overcrowding of local detention facilities and state correctional institutions is becoming one of the leading problems facing probation and state correctional administrators in California and throughout the nation. Overcrowding impacts institutional programming and continued overcrowding can affect the safety of staff and detainees.

I sincerely hope that this publication serves as a catalyst for discussion of alternatives to detention to reduce overcrowding in juvenile halls.

This publication is the result of a cooperative effort that has involved Chief Probation Officers, Youth Authority staff, the Youth Authority's External Fact Finding Committee on Juvenile Hall Overcrowding, and the Task Force on the Implementation of Juvenile Hall Recommendations.

I am sure that the material in this publication will be helpful. Please feel free to call on the Youth Authority for additional information and assistance.

James Rowland, Director

February 1984

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INTRODUCTION

In response to the concerns of Chief Probation Officers and Youth Authority staff, the Director of the Youth Authority established a 22–member "External Fact Finding Committee on Juvenile Hall Overcrowding and Related Issues." The committee was composed of leaders of the juvenile justice system, the judiciary, Juvenile Justice and Delinquency Prevention Commission Chairpersons, and members of professional associations and public organizations from all areas of California.

The Director charged the committee to examine the existing Juvenile Hall Minimum Standards, Youth Authority policies and practices as they relate to juvenile hall overcrowding, and to make recommendations to the Director.

In July 1982, the committee presented 22 recommendations to the Director of the Youth Authority for consideration. The recommendations covered four general areas:

- Departmental policy regarding the criteria for "unsuitability"
- Juvenile hall standards
- Shared local/state funding
- Information on alternative programs

The External Fact Finding Committee strongly supported two recommendations on Alternative Programs:

- The Department should inform county officials of alternative programs to detention. This could include publications, technical assistance and/or state sponsorship of on–site visits by local officials to review model programs.
- Programs should be considered in lieu of the detention of minors in juvenile halls:
  1. Furloughs and work programs for juvenile hall commitments
  2. The use of home detention as distinguished from home supervision.
  3. The expanded use of home supervision.

To implement the above recommendations, the Task Force on the Implementation of the Juvenile Hall Recommendations was established by the Department of the Youth Authority, in cooperation with the Chief Probation Officers of California and the Detention Administrators Association. This publication, "Juvenile Hall Overcrowding Alternatives/Detention Programs" is the result of the efforts of this group.

TASK FORCE ON JUVENILE HALL RECOMMENDATIONS

Edward J. Harrington, Chairman	Regional Administrator Division of Field Services Youth Authority
Ulysses Birt	Consultant Division of Field Svs. (Glendale) Youth Authority
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Donald G. Farmer	County Probation Officer Monterey County
Robert E. Keldgord	Chief Probation Officer Sacramento County
Henry Reynolds	Assistant Director Juvenile Hall in Court Remand Services San Francisco Juvenile Court
Rich Rose	Consultant Division of Field Svs. (Oakland) Youth Authority
C. Marsden Smith	Assistant Probation Div. Director Riverside County Juvenile Hall

METHOLODOGY

The Department of the Youth Authority sent letters to all Chief Probation Officers on December 28, 1982, informing them that: (1) a task force had been organized by the Department in cooperation with the Chief Probation Officers of California and the Detention Administrators Association, and (2)it was seeking information on alternative programs to detention. The twenty–one Chief Probation Officers that responded to these letters were contacted and interviewed by Task Force members with assistance from Youth Authority staff. A number of noteworthy programs were identified by the Chief Probation Officers.

The Task Force made special studies of work programs for juvenile hall commitments, home detention programs, and home supervision programs. The program descriptions and other information contained in this publication was based upon these special studies.

ALTERNATIVES TO DETENTION

The Juvenile Court and the Legislature support alternatives to detention. Public and community–based organization alternative programs prevent minors from coming into contact with sophisticated, more mature juvenile delinquents and reduce the negative impact that detention may have on "601" offenders or less serious law violators.

Community police/probation teams offer diversion services that focus on minors that commit less serious law violation and status offenses. The goal of these special teams is to prevent minors from entering the juvenile justice system.

In 1974, the California Legislature passed into law, a bill authorizing the Department of the Youth Authority to fund eight Youth Service Bureaus. Youth Service Bureaus provide the juvenile justice system with another alternative to detention by offering a variety of services such as individual and family counseling, tutorial services, recreational programs, and job training programs.

The Juvenile Court continues to utilize work programs as an alternative to detention. Minors generally remain in their homes and are involved in constructive activities and experiences that make them responsible for their actions. It has been said, ". . . that it (work programs) gives the court a place to commit kids who can do something positive and pay back the community for getting into trouble."

The following are examples of effective alternatives to detention programs.

DIVERSION PROGRAMS

Some communities have organized "special" diversion teams made up of law enforcement, school, probation, and community–based organization representatives. The teams are located at police departments and other key sites.

The following programs use the "team" approach to provide diversion services to selected youthful offenders.

Delinquency Prevention Program
Youth Diversion Teams (YDT)
Riverside County Probation Department
3609 – 11th Street
P. O. Box 833
Riverside, CA 92502
(714) 787-2000
Robyn Rogers–King
Assistant Division Director
Riverside County Youth Diversion Team

Program Objectives

1. Identify and divert selected youthful offenders from the justice system into effective alternative treatment programs.
2. Assist the community in the coordination, expansion and development of effective youth services designed to minimize crime and delinquency.
3. Reduce the amount of juvenile crime, juvenile arrests, and the number of youth being processed into the juvenile court system.

Program Description

The Youth Diversion Teams (YDT) are composed of law enforcement/probation and school personnel. They provide leadership in the development, coordination, and delivery of services for troubled youth in Riverside County. Special emphasis is placed on the diversion of juvenile offenders from the justice system.

The five YDTs are located in neutral settings that are accessible to justice system personnel and citizens.

YDT referrals are received from law enforcement, schools, probation, and families. Minors also refer themselves. A team counselor decides whether or not the case is appropriate for diversion.

As a general rule, referrals accepted for YDT include: less serious violators, first-time offenders, truants, and curfew violators.

The Youth Diversion Program challenges minors to accept responsibility for their misconduct and to make amends. "Amends" may include making restitution to the victims of their wrongdoings, and agreeing to make changes in their conduct, and/or performing volunteer community work. Counseling minors and their parents is an important element of the Diversion Program.

The minors' cases are closed upon successful completion of their contracts. If the minors fail to fulfill their agreements, their cases may be returned to Probation Intake and petitions may be filed in Juvenile Court or other appropriate actions may be taken.

Funding for YDT has been provided by the Probation Department, the State's County Justice System Subvention Program and other sources.

Program Impact

Youth Diversion Teams have achieved a significant measure of success in keeping "at risk" youth from further penetration of the juvenile justice system. In 1981, of the 4,113 cases that were closed during the year, only six percent (6) were unsuccessful in completing the terms of their agreement with YDT.

Community Service Team/Quick Draw
San Bernardino County Probation Department
175 W. 5th Street
San Bernardino, CA 92415
(714) 383-2097
Raymond Wingerd
Director of Institutions

Program Focus

Historically, the handling of delinquent and status offenders in San Bernardino County resulted in one of every two referrals going to court. The emphasis is now on a viable and comprehensive diversion program that addresses both the needs of the minor and the safety of the community.

Program Description

Presently, the Community Service Team/Quick Draw Program is staffed with approximately 21 deputy probation officers assigned to 18 law enforcement facilities. They work a 40–hour week variable schedule.

The teams are highly visible and accessible to the community. This is essential in gaining credibility, understanding and cooperation from the public.

Project II is an important component of the Community Service Team/Quick Draw Program. It provides family, and individual counseling five days a week, between 8 a.m. and 8 p.m. It is located in a converted, rented residence. Project II is a short–term, intensive counseling program serving the needs of Ontario and surrounding communities.

The Diversion Program also has a Petty Theft Series for first–time offenders. The probation staff conducts two classes for minors and their parents. Their attendance is mandatory. During the weekly class sessions, films are shown, group discussions are held, the court process is explained, and pamphlets are distributed. At the end of the series, all minors are required to write a four–page essay describing what they learned. They must also pass a written test.

Program Impact

During 1982, 19,827 minors were referred to the Community Service Team/Quick Draw Program for investigation and disposition. Of these referrals, a total of 8,397 minors were referred to probation and the Department of Public Social Services or were reviewed as incident reports.

In 1982, 223 minors were referred to the Petty Theft Series. Traditionally, processing these referrals required 335 hours of staff work. This program reduced the process to 131 hours and has resulted in less minors supervised on informal probation caseloads.

The Cooperative Community-Based Police/Probation Service Program
San Joaquin County Probation Department
222 E. Weber Avenue
Courthouse, Room 501
Stockton, CA 95202
(209) 944-3511
William L. Jones
Chief Probation Officer

Program Focus

The Cooperative Community-Based Police/Probation Service Program (COOP) is made up of probation officers and an assigned police officer. They are located in Lodi, Manteca, and Tracy, California, and provide youth services in their immediate jurisdictions and to adjacent communities within the county.

Program Objectives

1. Improve communication between probation and police.
2. Increase participation by both agencies in community services.
3. Reduce delinquent behavior.

Alternatives/Intervention Programs

Richard H. Gacer

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February, 1983

State of California

DEPARTMENT OF THE YOUTH AUTHORITY

PREVENTION AND COMMUNITY CORRECTIONS BRANCH

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4. Increase citizen participation in the juvenile justice system.
5. Provide crisis intervention services.
6. Decrease number of booking into juvenile hall.
7. Decrease formal application for petitions.

Program Description

CO-OP staff contact local community organizations and business leaders to inform them of the program and to identify their concerns about youth needs and problems. They also recruit individuals and enlist organizations and businesses to volunteer time and resources. The team informs the citizens of their availability to provide crisis intervention services through posters, publicity, media, etc. The CO–OP has decreased formal application for petitions to the juvenile court by providing informal supervision services to local community juveniles. They also provide wardship and courtesy supervision.

The police departments provide office space, telephone, and other services that include postage, copying, etc. Each police department is located in a city governmental complex and is easily accessible to the community.

The probation officer positions in the CO–OP are funded primarily with County Justice System Subvention funds. The police officers are paid by city funds.

YOUTH SERVICE BUREAUS

Youth Service Bureau Programs (YSB) functioning at the community level work with delinquent and predelinquent youth referred by parents, schools, police, probation, and other agencies, as well as self referrals. These programs are designed for less serious delinquent youth and offer a wide variety of services.

The following are descriptions of Youth Service Bureaus that divert youth from the justice system, prevent delinquency, and provide youth with the opportunities to function as responsible citizens.

City of Bell Gardens – Youth Service Bureau
7100 Garfield Avenue, Bell Gardens, CA 90201
(213) 028–8345
Robert Chavez, Project Coordinator

Program Focus

Juvenile delinquency among Bell Gardens youth is significant. Their violations include drugs, thefts, burglaries, etc. Over 80% of the families in Bell Gardens receive some form of aid such as food stamps, and medicare.

Program Objectives

1. Maintain or achieve an 80% diversion rate of youth arrested and referred to the Bureau.

2. Interact with, prevent and counsel first-time and re-occurring runaways.
3. Maintain direct involvement with protective custody children (300 WIC).
4. Increase the total number of clients served by at least 20%.
5. Establish group counseling programs in the local schools.
6. Educate 100% of the elementary school classes in pedestrian and bicycle laws and safety through a juvenile traffic offender diversion program.
7. Counsel 80% of the referred offenders and their families to prevent re-occurrence.

Program Description

The Bell Gardens Youth Service Bureau is operated by the Bell Gardens Police Department. The Youth Service Bureau is located at the local high school. The Bureau operates Monday through Thursday, 9 a.m. to 8 p.m. and Friday, 9:30 a.m. to 5 p.m. Counselors are also available "on call" 24 hours each day.

The services offered include individual, group, and family counseling; and crisis intervention in instances of child abuse, incest, domestic violence, and gang violence.

The YSB also conducts leadership awareness conferences, summer camps, sports programming, and seminars aimed at educating the community at large.

In Bell Gardens, the Bureau develops and maintains a close working relationship with all youth serving agencies. The Bell Gardens Police Department, school principals, vice-principals, nurses, teachers, counselors, psychologists, Probation Department, Department of Public Social Services, Boys Club, School Attendance Review Board, local residents, other police departments, and youth agencies are the major source of referrals.

YSB funding include the City of Bell Gardens, Montebello Unified School District, and the Department of the Youth Authority.

From its start in 1974, the Bureau has received a consistently high level of support and good will from local agencies and the community.

Program Impact

Through the efforts of Bell Gardens Youth Service Bureau, the percentage of law violations committed by youth have continued to decrease significantly over the past nine years in such areas as: drugs and related crimes, thefts, burglaries, school truancy and runaways. The bureau helps prevent the reoccurance of a juvenile crime growth rate of 70% (1961 – 1969).

Youth Service Bureaus
San Mateo County
San Mateo County Probation Department
21 Tower Road

Belmont, CA 94002
(415) 573-2152
John W. McCormich
Crime & Delinquency Prevention Officer

Program Focus

Youth Service Bureau provides an alternative for police for selected youth who need counseling.

Program Description

The seven YSB's in San Mateo County encompass all of the county except for the cities of Hillsborough and Half Moon Bay. The programs provide crisis counseling for youths 10 to 18 years of age, and their parents.

The two Your House (YH) programs located in Redwood City and Daly City furnish housing in a nonsecure setting for youth in crisis situations who need temporary shelter. The youth who qualify for such housing are described by Section 601 of the Welfare and Institutions Code, i.e., the runaway, incorrigible, beyond control, etc. There is a 15-day limit on their stay in the YH Program. YSB try to resolve the crisis through counseling with the youth and his parents, and/or attempt to find alternate housing with a relative or friend. The basic services of the YSB:

1. Youth and family crisis counseling.
2. Twenty-four hour on-call counselors available to police departments.
3. Hot-line counseling.

The funding comes from a variety of sources. All seven bureaus receive some monies from San Mateo County.

Program Impact

During the calendar year 1981, the seven Youth Service Bureaus handled a total of 2,993 referrals. Of these referrals, 1,603 were considered formal diversion cases because they were referred by police departments. The remaining 1,390 referrals were considered prevention cases because they were referred by schools, and parents or were self-referrals. The Youth Service Bureau Program in San Mateo County is considered to be successful.

HOME SUPERVISION

Section 840 of the Welfare and Institutions Code provides that there shall be in each county probation department a program of home supervision to which minors described by Section 628.1 shall be referred. Home supervision is a program in which persons who would otherwise be detained in the juvenile hall are permitted to remain in their homes pending court disposition of their cases, and are under the supervision of a deputy probation officer, probation aide, or probation volunteer. Some examples of typical home supervision programs operated by probation departments are:

Conditional Release Intensive
Supervision Program (CRISP)
Orange County Probation Department
301 The City Avenue
Orange, CA 92668
(714) 634-7511
Mr. Rex J. Castellaw
Chief Deputy Probation Officer
Institutional Services

Program Focus

AB 3121 mandated counties provide a "Home Supervision Program" for 602 WIC minors as an alternative to secure detention. The Juvenile Court Judge determined that the existing CRISP met the requirements of AB 3121.

Program Objectives

1. Protection of the community by enforcement of the Juvenile Court/ CRISP conditions and by removal from the community via arrest and further court disposition of CRISP violators.
2. Intensive surveillance and, to a lesser degree, specific counseling and casework services to minors and their families pending the juvenile court hearing.
3. Mobilization of appropriate community resources to enhance the minor's social adjustment.

Program Description

The program is defined in Sections 840, 841 and 528.1 of the Welfare and Institutions Code. At present, CRISP is located in the Probation Department and consists of one supervising probation officer, eight deputy probation officers and two clerical personnel. CRISP provides counseling and casework services to minors and their families. There is emphasis upon surveillance ar ' the use of behavior control techniques as provided for in the law.

Case referrals are initiated by both the Probation Department's Custody Intake Unit and the Juvenile Court as an alternative to detention. The CRISP workload ratio is ten cases per deputy as mandated in Section 841 (WIC). The CRISP covers the entire county.

When a minor is conditionally released from Juvenile Hall, he is assigned to a CRISP officer who provides intensive surveillance pending a juvenile court hearing. The average case remains in CRISP for about three weeks. The conditions of the minor's release are outlined in a written contractual agreement signed by both the minor and parents. The initial surveillance contact occurs within two days. Daily contacts (including weekends) are maintained throughout the course of supervision.

Upon final disposition, CRISP terminates the minor. A CRISP ADJUSTMENT SUMMARY is prepared on behalf of the minor and is used as a guide in developing a rehabilitation program should the court continue supervision.

In addition to providing direct services to the minor and family, the CRISP officer interacts with law enforcement, school counselors, attorneys, public and private resource representatives, employment services and others having direct knowledge and/or contact with the minor.

At the present time, the CRISP is funded by the county with anticipated parental reimbursement. The Orange County Board of Supervisors have authorized a home supervision daily charge of $21.50 per minor.

Program Impact

In 1982, approximately 17,588 child case days were saved by home supervision. Because of the intensive surveillance, counseling, and casework service to minors and their families, they tend to be more aware of their responsibilities and commitmunt to the conditions of home supervision.

Home Supervision
2215 Blue Gum Avenue
Modesto, CA 95351
(209) 571–5400
Barrett Meiselman
Supervising Probation Officer,
Juveniie Intake

Program Focus

The Stanislaus County Probation Department's Home Supervision Program provides for the conditional release of certain minors who have committed law violations, pending jurisdictional hearings.

Program Description

The Probation Department's Juvenile Intake Unit is responsible for the Home Supervision Program. Two probation aides are assigned to the program. Their responsibilities include:

1. Assuring a minor's appearance at probation interviews and court hearings;
2. Assuring that a minor obeys the conditions of his/her release and commits no law violations pending final disposition of the case.

The staff are assigned cases on a geographical basis. Supervision occurs primarily in the field by personal contact. Telephone contacts are made primarily during evenings and non-working days. The staff may occasionally transport minors to and from court in hardship cases.

Juvenile Investigation Officers have found the Home Supervision Program to be a valuable source of information concerning minors and family dynamics which is not available when minors are detained in juvenile hall pending court.

The County Justice System Subvention Program is the primary source of funding for the Home Supervision Program.

Program Impact

The program has reduced juvenile hall population resulting in significant savings to the county. During calendar year 1982, 268 minors were in Home Supervision which represents approximately 5,628 detention days in the juvenile hall.

During 1982, 78% of all minors placed under Home Supervision successfully completed their court process, with 22% being violated and returned to custody. The number of minors arrested for new crimes while on Home Supervision is so few that it is not statistically significant.

JUVENILE COURT WORK PROGRAMS

Section 731 of the Welfare and Institutions Code provides that when a minor is adjudged a ward of the court on the grounds that he or she is a person described by Section 602, the juvenile court may order the minor to participate in uncompensated work programs. Work Programs, therefore, provide the court with an alternative to committing a minor to a custodial or treatment facility. A variety of county work programs have been selected for presentation here.

Juvenile Court Work Program (JCWP)
Orange County Probation Department
301 The City Drive
Orange, CA 9271[illegible]
(714) 634-7511
Mr. Rex J. Castellaw
Chief Deputy Probation Officer
Institutional Services

Program Focus

The mission of the JCWP is to execute Sections 730 and 731 of the Welfare and Institutions Code which provide that "The Juvenile Court may impose and require any and all reasonable conditions that it may determine fitting and proper to the end that justice may be done and the reformation and rehabilitation of the ward enhanced."

Program Description

The JCWP is a unit of the Orange County Probation Department. The Juvenile Court directs a minor to perform productive work in the community in lieu of commitment to a custodial or treatment facility. Work crews are supervised by extra help deputy probation counselors. Wards of the court are required to do manual labor on weekends during the academic year. During out-of-school months, the program is augmented to provide work during the week for juvenile commitments. Emphasis is placed on good work habits, promptness, faithful compliance to the court order and diligence in accomplishing work assigned.

Both male and female wards aged 13 through 18 years are accepted into the program and serve determinate sentences as decided by the Juvenile Court. The commitments range from two days to thirty days, and average fifteen days. The program can effectively assimilate up to 180 wards for weekend commitments.

Minors serving on the Work Program normally perform, but are not limited to, tasks that involve removal and disposal of weeds and trash from various work sites, sweeping and removal of debris from sidewalks and parking lots and other projects as assigned. Assignment to JCWP occurs only after orientation, medical processing, scheduling, and indoctrination function have been completed. The Work Program currently includes 12 meeting sites.

The JCWP is partially funded by County Tax Revenue with 60% to 65% of the program's operational costs recaptured through contracts with various agencies. Contract agreements call for $150 per work team per day.

Santa Clara County Juvenile Court Work Program
Santa Clara County Probation Department
840 Guadalupe Parkway
San Jose, CA 95110
(408) 299-2141
Mike Primak
Work Project Director

Program Focus

Santa Clara County established its Work Program in December of 1972 to meet the high rate of juvenile-committed property crimes. Legal basis for this program is provided for in Sections 219, 730 and 731.5 of the Welfare and Institutions Code.

Program Objectives

1. Provide an opportunity for the minor to contribute meaningful work to the community as a form of retribution.
2. Teach respect for property so that their inclination toward abusing property rights of others would be reduced.
3. Provide the minor with a structured activity during the probation period.
4. Encourage both the minor and staff to work cooperatively toward fulfillment of a specific project.
5. Provide an opportunity for the minor to learn to accept supervision and authority in a job setting.
6. Train the minor in good work habits and safety.
7. Train the minor in areas such as landscaping, handling power tools and equipment, planting, painting, and ecology.
8. Give the minor a chance to build self-esteem through accomplishment of positive tasks.

Program Description

The Juvenile Court directs minors to perform productive work in the community as a condition of Probation. In most cases, this is in lieu of commitment to a custodial facility. The program offers the minor a structured and adult-supervised work experience similar to that of a paid job. From this, the minor can learn good work habits and skills, acceptance of supervision, and a sense of self-esteem by the completion of meaningful jobs.

Juveniles accepted in the Work Program have no severe medical or mental limitations, and can provide their own transportations. Both boys and girls are assigned to the program. The average length of commitment is 8 to 16 days.

Worksites include: Red Cross, YWCA, Superior and Municipal Courts, City and County Park Departments, United New Conservationist, Probation Department, Transportation and Supply, Department of Public

Works, March of Dimes Campaign, Public Library System, Jack Emory Food Drive, State Department of Forestry, Toys for Tots, Christmas Tree Project, etc.

Types of work the juveniles are involved in include: painting, tree planting, landscape maintenance and design, garden development, general clean–up, janitorial, sanding, furniture and equipment moving, car wash and wax, filing and sorting, light carpentry, etc. Tools and equipment are supplied by Department of Transportation.

A Program Manager supervises and trains staff and volunteers and coordinates related activities.

Senior Group Counselors, Park Rangers, Advanced Clerk Typists, and Volunteers/Interns staff the program.

A bag lunch is provided by the juvenile hall kitchen.

"Hand–talkies" supplied by County Communications provide the work crews with ongoing radio communication with the Probation Department and other agencies while in the field.

Work Project–Public Service Program (PSP)
San Diego County Probation Department
2901 Meadowlark Drive
P. O. Box 23906
San Diego, CA 92123
(619) 560–3100
Barbara Frank
Deputy Chief Probation Officer
Juvenile Institutions

Program Focus

PSP is a juvenile work program operated pursuant to Sections 730 and 731 of the Welfare and Institutions Code. It is approved by the San Diego County Board of Supervisors for "nonviolent" juveniles to perform community services work in lieu of weekend incarceration.

Program Description

Minors are accepted in the program after careful screening. Minors must demonstrate their willingness to participate. Those not accepted are returned to court for further disposition.

All work performed in the program is limited to such areas as county parks, county beaches, airport and other county properties.

Work crews consist of ten or less minors with five work crews participating at present. Crews are supervised by Deputy Probation Officer I's who possess a Class II driver's license.

Equipment is usually furnished by the public agency where work is performed. Some tools are supplied by the Probation Department. Trucks, vans and/or busses are available to transport minors to work sites.

Each minor must have a medical clearance. Once assigned to the program, the Probation Officer has authorization to excuse the minor from participation. Minors are returned to Juvenile Court for further disposition when they fail to comply with agreement.

San Diego County provides Workman's Compensation and funds for the PSP.

Program Impact

To date, 608 minors have been referred with 364 successfully completing the program, 192 terminated for unsatisfactory performance, and 52 terminated and/or were not accepted for various reasons.

Juvenile Court Work Program (JCWP)
Stanislaus County Probation Department
2215 Blue Gum Avenue
Modesto, CA 95351
(209) 571-5400
Wayne Black
Group Supervisor II

Program Focus

JCWP exposes minors to the world of work to develop good individual work habits. The minors, court and community benefit from this activity.

Program Description

The work program is a division of the Stanislaus County Probation Department, and is under direction of the County Probation Officer. It is administered by the Superintendent of Juvenile Hall. A Group Supervisor II coordinates all work program activities and six (6) Group Supervisor I Trainees are assigned to directly supervise minors committed to the program. The Juvenile Court, Juvenile Traffic Court, and Probation Department may commit or assign minors to JCWP for a specific number of days. All work performed is for nonprofit government agencies.

All minors work in crews of 10 to 15 minors with one supervisor and a technical representative. The youths are bussed to various locations throughout Stanislaus County. Buses leave the staging area at 7:30 a.m. each day and return at 3:30 p.m. It is the responsibility of the parent to arrange for the minor's transportation to and from the staging area.

During the school year, the program operates on weekends and some school holidays. Minors not attending school may be given special assignments to work during the week. During the summer and holidays, the program operates five days a week.

All minors are assigned a supervisor who provides supervision, guidance, instruction, and grades them daily in such areas as attitude, quality, quantity of work performed, and general behavior.

This activity is county funded.

Juvenile Restitution Project (JRP)
Ventura County Corrections Service Agency
800 South Victoria Avenue
Ventura, CA 93009
(805) 654-3341
Mr. Philip Settle, Manager
Corrections Facility
Ventura County Corrections Service Agency

Program Focus

The philosophy of the JRP is to hold juveniles accountable for their delinquent acts through restitution. Youth may either live at home under supervision or be placed in the Work Release Center. They are involved in a monetary restitution program and/or community service work.

Program Objectives

1. Reduce incarcerated youth.
2. Reduce recidivism among those youths participating in the restitution projects.
3. Increase the juvenile offender's sense of responsibility and accountability for delinquent behavior.

Program Description

The JRP has three components consisting of: Victim Services, Supervision Services, and the Juvenile Work Release Center.

1. Victim Services

The philosophy and goals of the JRP emphasize services to victims of juvenile crime, thereby increasing the confidence of the community in the Juvenile Justice System. The Project is not considered a full-service victim program; however, heavy emphasis is placed on providing accurate loss verification to the Juvenile Court as well as providing a linkage between the victim and the Juvenile Justice System.

In addition to notifying the victim as to the disposition of each case, Project staff also assist the victim in recovering any property held as evidence or in other matters resulting from the victimization. In cases involving very young juveniles not having the ability to make cash restitution, other options are discussed with the victim. A juvenile may be assigned community service work, or in some special circumstances may work for the victim. The latter alternative is only implemented with the full knowledge and cooperation of the victim.

2. Supervision Services

Youth placed in the Field Supervision component are supervised while residing in their own home. The youth are contacted by JRP staff and an assessment is made regarding the minor's ability to make monetary restitution or to do community service work. The victim is advised as to the disposition in the matter. An agreement is negotiated with the youth as

to the terms of restitution. The staff contracts services for job placement, counseling, and other identified needs. The juvenile is supervised on an intensive basis for the first 90 days and problems that may preclude the payment of restitution are addressed. After completion of the restitution contract, the minor is placed on a reduced level of supervision. After a stabilization period, the minor is returned to Court with a recommendation for probation termination.

3. Juvenile Work Release Center

Court ordered placements in the 24–bed coed residential Work Release Center are "in custody" status for usually 45–60 days. After an orientation period, the youth are assisted in obtaining employment and/or participate in a community service work. The victim is advised as to the disposition in the matter. The youth may participate in an education program at the Center or in his regular school. The youth may be involved in job training and counseling groups. Youth successfully completing their restitution obligations may be released prior to normal release dates.

Upon completion of the program, the youth are returned home, and supervised in the field.

JRP is federally funded, but is in the process of being funded by Ventura County.

DETENTION PROGRAMS

The purpose of a juvenile hall is to detain minors in accordance with the provisions of the Juvenile Court Law.

Section 202 of the Welfare and Institutions Code describes the intent of the Juvenile Court Law as follows:

The purpose of this chapter is to secure for each minor under the jurisdiction of the juvenile court such case and guidance, preferably in his own home, as will serve the spiritual, emotional, mental, and physical welfare of the minor and the best interests of the State; to preserve and strengthen the minor's family ties whenever possible, removing him from the custody of his parents only when his welfare or safety and protection of the public cannot be adequately safeguarded without removal; and, when the minor is removed from his own family, to secure for him custody, care, and discipline as nearly as possible equivalent to that which should have been given by his parents. This chapter shall be liberally construed to carry out these purposes.

A juvenile hall, therefore, must provide for detained minor's custody, care, and discipline as nearly as possible as that which his parents or guardians should have provided him. To achieve this, juvenile hall programs are designed with the following basic elements:

1. Secure physical care that prevents damaging effects of confinement.
2. Constructive individual and group activities, including an educational program.
3. Counseling and guidance to help the child with immediate problems of detention.
4. Study and observation to produce information that provides a better understanding of the child to the court and the probation department.

In addition, juvenile halls have devised classification systems to ensure that minors are placed in living units and treatment programs, based on such factors as age, maturity, sophistication, and sex, as well as their psychological, emotional and physical needs.

Juvenile Hall Classification Systems also ensure that minors will be carefully evaluated by intake or juvenile hall staff before they are detained or released to the community. This process helps protect the public from the possible continued delinquent behavior of the minor.

Finally, if a juvenile hall is utilized for long-term commitment of minors, it should provide a program that meets the needs of detained minors as provided for in Section 202 of the Welfare and Institutions Code.

Classification

The primary objective of probation is the protection of the community and the rehabilitation of the offender. To achieve these objectives, probation exerts control and offers services. However, not all offenders need the same level of supervision or the same kinds of services. Therefore, many probation departments have developed classification systems to make decisions about the variety of services and supervision that are needed for individual offenders.

Here are brief descriptions of a number of classification systems that have been implemented to deal with facility population problems. These systems have not compromised the responsibility of the probation to protect the community.

Classification
Los Angeles County Probation Department
9150 E. Imperial Highway
Downey, CA 90242
(213) 923-7721
Ms. Lula Hurte, Deputy Director
Detention Services Bureau

Program Focus

Section 625 of the Welfare and Institutions Code authorizes the temporary custody and detention of a minor who is under the age of 18 years when reasonable cause exists that the minor is a person described in Section 602 of the Welfare and Institutions Code. When the minor is delivered to the Probation Officer, the Probation Officer will investigate the circumstances surrounding the minor's being taken into custody pursuant to Section 628 of the Welfare and Institutions Code. If detained, a specific policy referred to or "classification" is instituted for the purpose of classifying juveniles to determine the appropriate assignment to a living unit pending further action.

Program Objectives

1. Ensure the personal safety of each minor and other persons
2. Minimize potential harmful effects of commingling
3. Minimize opportunity to act out destructively
4. Promote procedures that are not more restrictive than necessary
5. Maximize the development and maintenance of wholesome, healthy environment for minors in detention.

Program Description

Los Angeles County Detention Services utilizes classification to determine the placement of minors in living units. The elements of the system include:

1. Past detention history and experience
2. Age and sex

3. Physical condition
4. Special medical problems
5. Physical stature
6. Social maturity level
7. Known gang affiliations that may affect group behavior
8. Court ordered hold
9. Medical holds
10. Other special handling needs, e.g., suicidal, mental disturbance, security risk, etc., and the offense of the minor (187 P.C.).

Upon classifying the minor, he or she can be assigned to a living unit. Minors classified as requiring "special handling" due to suicidal tendencies or unique medical/psychiatric problems are assigned by the duty officer in consultation with appropriate medical or mental health staff. Minors charged with 187 Penal Code (murder) are assigned to the intensive care units.

The duty officer has the responsibility to ensure the proper coding of special handling cases. This information is recorded in the Automated Juvenile Inmate Management System (AJIMS) and on the minor's behavior chart. Special handling designations and codes encompass the major special handling situations such as: suicidal, self–injury, escape risk, dangerous, keep away (safety of minor or others), medical hold, court hold, and administrative hold. This coding may be changed when the unit supervisor determines that "special handling" is not longer required.

It is essential to the proper operation of detention services that the identification of special handling situations be prompt and that this information be available to any person having custodial or supervisory responsibilities for the minor.

Four basic documents are used for the supervision and control of special handling situations: Behavior Chart Face Sheet, Daily Behavior Record, Automated Juvenile Inmate Management System Reports and Transfer Transmittal. These documents are designated the "Behavior Charts Record" and follow the minor whenever the minor is transferred from one living unit to another, transferred from one juvenile hall to another, or released from detention (juvenile hall) to residential treatment facilities.

All records on minors released from juvenile hall, residential treatment facilities and escapees are returned to and stored by Central Juvenile Hall.

Peterson Hall Classification System
and Over Capacity Release Program
575 West Mathews Road
French Camp, California 95321
(209) 982-0915
Leonard Gibson
Juvenile Hall Superintendent

Program Focus

The San Joaquin County Juvenile Hall had experienced overcrowding on numerous occasions and developed a classification system to address the overcrowding problem. The Probation Department can now release low-risk juveniles from the juvenile hall during periods of excessive overpopulation, while detaining the high-risk offender.

Program Description

The classification system consists of three symbols. The first symbol is numerical; second is alphabetical; and third is numerical. Example: 1 – A – 2). Each symbol represents the following:

Symbol one represents the booking offense, law violation. It has a numerical classification range from #1 to #7, one being the most serious.

Symbol two represents the court status of the minor. It has an alphabetical classification.

Symbol three represents prior referrals. It has a numerical classification of #1 to #7/0, one being the most serious law violation.

A minor's final classification is based on the three classification symbols which determine the minor's unit assignment, unit transfer and emergency release. Coupled with the classification system is a review of the minor's file and incident reports which contain information regarding sophistication.

In May 1981, the early release procedure was modified based upon the requirement of Section 628, CWIC. The Superintendent was delegated the responsibility for screening and monitoring all juveniles booked into the hall, with the authority for emergency release based on the classification system.

The modified release procedure is two-fold: first, to release those minors pending a detention hearing, and second, to release certain minors under Court commitment, provided certain criterion are met.

The on duty Group Counselor III is responsible for initiating the Emergency Release Procedure. Minors released from the juvenile hall under the Emergency Release Procedure are supervised by Home Supervision Staff, with house arrest as a condition of release. The Home Supervision Staff are funded by the County Justice System Subvention Program.

Program Impact

The classification system and the emergency release procedure have had a significant impact on reducing the overcrowding problems at the juvenile facility.

Special Treatment Programs

After a minor has been ordered detained in a juvenile hall in accordance with the provisions of the juvenile court law, the institution should provide the minor with a variety of programs that will meet his/her emotional, mental, social, and physical needs in a secure environment. Here are a number of programs that have been implemented to address the needs of detained minors.

Special Treatment Program (STP)
Los Angeles County Probation Department
San Fernando Valley Juvenile Hall
16350 Filbert Street
Sylmar, CA 91342
(213) 362–4311, extention 273
Ruben Vellegrana, Director I
Program Director

Program Focus

Short–term intensive treatment for minors awaiting suitable placement, who have previous history of failure in placements and those who are emotionally disturbed and likely to remain in detention for extended periods of time due to inadequate placement resources, are the emphasis of the STP Program.

Program Objective

The objective of the program is to stabilize the behavior of the minor which will allow the minor to function satisfactorily in a suitable placement facility or to be returned to his/her home.

Program Description

Specialized diagnostic and short–term, intensive crisis–oriented therapy are provided by the probation department and probation health services.

The STP consists of three buildings within the San Fernando Valley Juvenile Hall with a combined total of 96 beds.

The entire program is self–contained with living quarters, school, and activity area. Minors assigned to the STP are not permitted to co–mingle with other minors detained in the facility. The basic structure and activity schedules of the STP correspond to the structure and activities of the total institutional detention program.

The services available to minors involved in the STP program include diagnostic evaluations, a school program organized around pupil achievement and special learning needs, crisis intervention and resolution through individual and group therapy, situational counseling, family counseling and recreational therapy. There may also be some ongoing consultation by STP staff and the minor's probation officer regarding case progress and planning once the minor has been suitably placed.

A screening committee composed of Detention Services Bureau and Probation Health Services staff meet weekly or as often as necessary to consider referrals. After acceptance into the program, specific objectives to meet the needs of each minor are developed. Each minor's progress is evaluated in writing at 30–day intervals or earlier. Termination from the program (final placement, or return to regular detention) may occur at any point after initial evaluation. The maximum amount of time a minor spends in the STP prior to placement may not exceed 90 days. Minors are not held in this program longer than required to implement court–ordered placement. If minor's needs are such as to require additional attention, a staff recommendation must be submitted to the Superintendent 15 days prior to the end of the 90–day period.

The Special Treatment Program is under the Los Angeles County Bureau of Camps and is funded by the Probation Department.

West Portal Residential Center
375 A Woodside Avenue, San Francisco, CA 94127
(415) 731–5740 Ext. 261 or 262; or, (415) 731–0404
Henry E. Reynolds or Dennis Sweeney

Program Focus

The West Portal Residential Center provides services to 601 WIC Status Offenders which includes both: (1) Full utilization of community–based agencies; and (2) Temporary coed emergency housing for those in need.

Program Description

Residents have an individual room that they can decorate according to their tastes. This unit is surrounded by landscaped grounds with gardens, volleyball, and basketball courts.

Services Offered:

1. 24–hour referral line services.
2. Family reunification counseling
3. 20–day volunteer housing and unification counseling.
4. Temporary coed housing.
5. Complete physical examination and follow–up treatment.
6. Psychiatric diagnostic evaluation.
7. A psychological therapist whenever needed.
8. Full–time school programs both in–house and community.
9. Residential counseling:
   (1) Individual case
   (2) Small group therapy
   (3) Community
   (4) Pre– and post crisis
10. Work training program.
11. Leisure activity program.

12. Cultural enrichment program.
13. Open family visitation.
14. Religious services in the community, both Protestant and Catholic.

The Family Crisis Intervention Unit provides all court–related services as well as community referrals and all modes of family counseling. The West Portal Residential Center staff provides for the client's social and in–house care.

West Portal Program staff meets regularly with nine community CJSSP–based agencies to review and document relevant policies. San Francisco Volunteer Auxiliary supports the programs.

Program Impact

1. A reduction in resident runaways from 55% to 11%.
2. Over 61% of the residents have been successfully returned to the community.
3. A reduction of in–house residents from an average of 38 to 15 and less.

Family Reunification Program

Sacramento County Juvenile Hall
9601 Kiefer Boulevard
Sacramento, CA 95827
(916) 363–3161

Sydney D. Pryor
Assistant Chief Probation Officer

Program Focus

The concept of a Family Reunification Program began with the Replacement Unit in the Juvenile Center in the mid 1970's.

In September of 1978, the Family Reunification Program, as it is now known, came into being and approximately 540 minors have gone through the program.

Program Objectives

This program seeks to limit the minor's penetration into the juvenile justice system. It puts the emphasis on getting the minor and his family back together and gives both the minor and his parents an opportunity to address and resolve major problems.

Program Description

The Probation Department provides trained staff in a special living unit where the FRP minors learn to modify socially unacceptable behavior in order to be reunited with their families and returned to the community.

Techniques used to achieve these goals include family counseling, individual counseling, referrals to related agencies when appropriate, and a structured point system program based on behavior modification techniques used in the unit living environment.

The criteria for participation in the FRP is as follows:

1. The minor has an identified history of habitually refusing to obey his parents, running away from home, staying away from home until late and unusual hours, truancy, using physical violence against members of the family, using drugs (including alcohol), associating with undesirable people, etc.
2. Both the minor and the parents recognize the need for the program and will cooperate in it.
3. The minor should be able to return to his home within approximately six to eight weeks.
4. FRP should not be considered for minors who must or should be removed from their homes, for whatever reasons, for a period of time exceeding six to eight weeks.

While in the program, trial home visits, which are essential in terms of evaluating the potential for the minor to return to the family and community, are allowed.

Pursuant to Section 737b of the Welfare and Institutions Code, the FRP staff prepares and files a written report with recommendations every 15 days or more often if ordered by the court. The report informs the court of the minor's adjustment to the program and indicates what progress is being made to resolve differences between the minor and his/her parents.

One of the main focal points of the program centers on the minor completing six weeks in the RFP. At that time, the minor is temporarily released to the custody of his/her parents for a period of 12 days. The family continues in family counseling follow-up sessions. If during the time of the minor's release, there is no incident and the counselor feels adequate progress has been made, the minor is released to his/her parents. If problems occur, additional counseling or the return of the minor to the unit may be instigated with further evaluation of the case by staff.

The RFP assists the courts and the Probation Department by providing meaningful diagnostic information regarding minors participating in the program. The Court and Probation Department are assisted in placing juveniles in foster home situations should a return to their family not be feasible at this time.

Program Impact

Of the 540 youngsters who have gone through this program, 55% or 297 minors were reunited with their families.

Serious Offender Detention Unit
Youth Guidance Center
375 Woodside Avenue
San Francisco, CA 94127
(415) 731-5740
Henry E. Reynolds, Assistant Director
Mark Mardahl, Senior Counselor
Gilbert Negrette, Program Consultant

Program Focus

The "Serious Offender Detention Unit" seeks to provide secure physical custody for detained minors who are being tried as adults (707 WIC) or are in custody for "serious" offenses (i.e. murder, rape, armed robbery). The unit alsc houses those detainees who are acute behavior problems in juvenile hall. The program was started in February of 1982, as a result of the decertification of San Francisco City Prison for the detention of minors.

Program Objectives

The primary objective of the program is the reduction of physical violence within the unit. Secondary objectives are:

1. To reduce staff injuries.
2. To reduce escapes from the unit.
3. To provide a program designed to increase individual responsibilities.
4. To provide a program of intensified counseling for each detainee.

Program Description

The Serious Offender Unit is located in Cottage B5 of the Youth Guidance Center. The unit has 25 rooms, each with a bed, sink and toilet. There

is a kitchen, recreation/dining area, shower/bathroom, laundry room and classroom. All areas of the unit are visible from the staff control center located in the middle of the unit.

Detainees are provided with medical and psychiatric care through the Y.G.C. Medical Clinic. They are furnished clothing, food and toilet articles by juvenile hall. All detainees attend school daily under the auspices of the San Francisco Unified School District. Religious services, recreational activities and gym are provided.

The Serious Offender Unit is staffed by eleven counselors. The staffing pattern is; 3 post coverage 7 days per week from 7 a.m. to 11 p.m., and between 11 p.m. and 7 a.m. there is one counselor on duty. One senior counselor is assigned to B5 for the supervision of staff and program.

Each detainee is assigned a counselor upon admission to the unit. Counselor assignments are posted to reinforce identification by detainees, concerned professionals, and parents. The counselor is responsible for: assessing whether his detainees are in need of crisis counseling at the beginning of each shift, providing a minimum of two individual counseling sessions per week with each counselee; conducting group session each week with his counselees, and guiding cottage group sessions on a rotating basis. The counselor's goal at this stage is to support and assist detainees in resolving personal conflicts and encouraging acceptable adjustment to detention.

A "step program" is utilized whereby detainees earn rewards for good behavior and self-improvement efforts. Upon admission, each detainee is placed on Step I. This is an orientation step wherein a detainee begins working with his counselor to gain an understanding of unit operations and procedures.

In Step II the minor will begin setting goals and establishing methods to achieve these goals (documented in case folder).

In Step III, the minor is beginning to exhibit leadership qualities and responsibilities; he is a role model for other minors, and his work habits are exemplary.

The Serious Offender Unit is funded through the Juvenile Court budget and complimented by a $176,000 grant from the Office of Criminal Justice Planning.

Community support consists of volunteers recruited by the YGC Volunteer Auxillary. Volunteers provide an aerobics class, Saturday morning cooking class, and all games and recreation equipment.

Program Impact

Since the adoption of the Serious Offender Unit, violence has declined dramatically. In the 17 months that the program has been in operation, the following are the statistics on unit violence.

Fights between detainees = 24
Compared to like period in 1980 and 1981 = 56
Assults on staff = 3
Compared to like period in 1980 and 1981 = 22

Employee hours lost due to assault = 8
Compared to like period in 1980 and 1981 = 679
Escapes from unit = 0
Compared to like period in 1980 and 1981 = 2.5
Physical force used by staff = 7
Compared to like period in 1980 and 1981 = 50
Self-destructive behavior = 9
Compared to like period in 1980 and 1981 = 23

El Dorado County Juvenile Services Council
295 Fair Lane
Placerville, CA 95667
(916) 626-2321
Bob Bogus (916) 622-5170

Program Focus

A need exists in El Dorado County for volunteer assistance in helping troubled young people regain their self-esteem and become useful productive members of the community.

Program Objective

The Juvenile Service Council supplements the work of the El Dorado County Probation Department, Juvenile Court and Juvenile Justice Commission by providing tools, materials and services as needs are expressed by these agencies. The Council also seeks to promote greater understanding in the county of the work of the Probation Department and the Juvenile Court and to render volunteer services to children.

Program Description

The Juvenile Service Council provides:

1. Activity nights at the juvenile hall
2. Birthday cakes for detainees
3. Tutoring
4. Court Attendant (accompany those unfamiliar with the process to court)
5. Chaplain assistants
6. Holiday observances at juvenile hall
7. Teach knitting, sewing, painting and other crafts
8. Foster grandparents
9. Public relations
10. Donate clothes, games, books, magazines or money

Methods and techniques used differ according to the particular service provided. Volunteers work with juvenile hall staff in a variety of capacities according to needs of program.

Funding for the Juvenile Services Council is obtained from periodic fund

raisers, membership dues and occasional donations obtained through the efforts of members. Service members pay annual dues of $5.00 per individual or $7.50 per married couple. Sustaining individual members pay annual dues of $15.00. Sustaining organization members pay annual dues of $25.00.

Although the Juvenile Services Council was initially a project of the Outreach Committee of the Federated Church of Placerville, the Council now receives support from a variety of individuals, churches, service clubs and merchants in the community. Maintaining community support is crucial to the on–going success of the Council.

Program Impact

The Juvenile Services Council has proven to be a successful tool in complementing the work of staff in the juvenile hall. The materials, program assistance, special project direction and staff supplied through the volunteer efforts of the Council has enhanced the overall ability of the Probation Department to serve the young people incarcerated in the juvenile hall.

SUMMARY

The Task Force on the Implementation of Juvenile Hall Recommendations identified, examined, and collected detailed descriptions of diversion programs. Youth Service Bureaus, Home Supervision, Juvenile Court Work Programs, Classification System, and Special Treatment Programs are presented in this publication.

These programs have demonstrated that they effectively divert youth from penetrating the juvenile justice system, save county funds, stengthen the family unit, hold minors accountable for their behavior, and provide the community with needed public services.

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